

LYNCHBURG CITY COUNCIL
Agenda Item Summary

MEETING DATE: June 8, 2004		AGENDA ITEM NO.: 6
CONSENT:	REGULAR: X	CLOSED SESSION:
ACTION: X	INFORMATION:	(Confidential)
<u>ITEM TITLE:</u> Conditional Use Permit (CUP) – 1901 Tate Springs Road		

RECOMMENDATION: Approval of the requested Conditional Use Permits.

SUMMARY: Centra Health is petitioning for a Conditional Use Permit at 1901 Tate Springs Road to allow the construction of a bed tower addition in a B-1, Limited Business District. The Planning Division recommended approval of the CUP because:

- The petition agrees with the *Comprehensive Plan* which designates this area for Institutional uses.
- Petition agrees with the Zoning Ordinance in that hospitals area permitted use in a B-1, Limited Business District upon approval of a CUP by the City Council.

PRIOR ACTION(S):

May 12, 2004: Planning Division recommended approval of the CUP.
Planning Commission recommended approval 7-0 of the CUP with the following conditions:

1. The property will be developed in substantial compliance with the site plan prepared by Hurt & Proffitt, Inc., dated April 28, 2004.
2. The petitioner shall conduct a traffic study within twelve (12) months immediately following the construction of the building addition. The recommendations of the traffic study shall be constructed as determined by the City's Traffic Engineer.
3. Required landscaping shall be provided within landscaped islands in the proposed parking lot and along the foundation of the building. Additional landscaping shall also be added to the "bulb outs" at the traffic crossing on Thompson Drive; vegetation at the traffic crossing shall not exceed two (2) feet in height. Species and height requirements shall be subject to the approval of the City Planner and the Urban Forester.
4. All lighting shall be non directional and glare shielded to prevent direct illumination across the property lines.

FISCAL IMPACT: N/A

CONTACT(S):

Rachel Flynn / 455-3902

Tom Martin / 455-3909

ATTACHMENT(S):

- Resolution
- PC Report
- PC minutes
- Vicinity Zoning Pattern
- Vicinity Land Use
- Site plans
- Speaker Sign Up Sheet

REVIEWED BY: lkp

RESOLUTION

A RESOLUTION GRANTING A CONDITIONAL USE PERMIT TO LYNCHBURG GENERAL HOSPITAL AT 1901 TATE SPRINGS ROAD TO AMEND THE PREVIOUSLY APPROVED MASTER DEVELOPMENT PLAN, SUBJECT TO CERTAIN CONDITIONS.

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF LYNCHBURG That the petition of Lynchburg General Hospital (Centra Health, Inc.) for a Conditional Use Permit at 1901 Tate Springs Road to amend a previously approved master development plan for a building addition be, and the same is hereby, approved, subject to the following conditions:

1. The property will be developed in substantial compliance with the site plan prepared by Hurt & Proffitt, Inc., dated April 28, 2004.
2. The petitioner shall conduct a traffic study within twelve (12) months immediately following the construction of the building addition. The recommendations of the traffic study shall be constructed as determined by the City's Traffic Engineer.
3. Required landscaping shall be provided within landscaped islands in the proposed parking lot and along the foundation of the building. Additional landscaping shall also be added to the "bulb outs" at the traffic crossing on Thompson Drive; vegetation at the traffic crossing shall not exceed two (2) feet in height. Species and height requirements shall be subject to the approval of the City Planner and the Urban Forester.
4. All lighting shall be non directional and glare shielded to prevent direct illumination across the property lines.

Adopted:

Certified:

Clerk of Council

074L

The Department of Community Planning & Development
City Hall, Lynchburg, VA 24504 434-455-3900

To: Planning Commission
From: Planning Division
Date: May 5, 2004
Re: **CONDITIONAL USE PERMIT (CUP): 1901 Tate Springs Road**

I. PETITIONER

Lynchburg General Hospital [Centra Health, Inc.], 3300 Rivermont Avenue, Lynchburg, VA 24503

Representative: Mr. Jeffrey Yentz, Centra Health, Inc., 3300 Rivermont Avenue, Lynchburg, VA 24503

II. LOCATION

The subject property is a tract of 22.54 acres located at 1901 Tate Springs Road.

Property Owner: Lynchburg General Hospital [Centra Health, Inc.], 3300 Rivermont Avenue, Lynchburg, VA 24503

III. PURPOSE

The purpose of this petition is to amend the previously approved master development plan to allow for a building addition to the existing Lynchburg General Hospital.

IV. SUMMARY

- Petition agrees with the *Comprehensive Plan*, in that private non-profit hospital uses are permitted in business districts.
- Petition agrees with the Zoning Ordinance in that private non-profit hospital uses are permitted in B-1 business districts upon approval of a CUP by the City Council.
- Petition proposes the expansion of the existing hospital use (Lynchburg General Hospital).

The Planning Division recommends approval of the CUP petition.

V. FINDINGS OF FACT

1. **Comprehensive Plan.** The Lynchburg *Comprehensive Plan* recommends an Institutional use for the subject property. Institutional uses are described in the *Comprehensive Plan* as “religious, educational and other non profit entities (including private non-profit hospitals and service clubs/organizations) in the City”. Neighborhoods & Housing, Objective 1.C, states that all institutions should be encouraged to prepare master plans showing the location of existing and proposed facilities. Institutions are also encouraged to work with surrounding neighborhoods to ensure that the master plan will have neighborhood support.

The proposed building addition is expected to be constructed within the next five (5) years. The site improvements are considered to be “in-fill” development, as they will occur on property currently owned by the Centra Health. Representatives from Centra Health hosted a meeting on Wednesday, April 21, 2004 to present the plan for the addition; forty plus (40+) neighbors were in attendance. No opposition to this proposal was presented at the meeting. At the time this report was submitted, the City’s Planning Division had not received any public comment about the proposed project.

2. **Zoning.** The subject property was annexed into the City in 1926. The existing B-1, Limited Business District zoning was established in 1978 with the adoption of the current *Zoning Ordinance*. The submitted petition does not propose to change the existing B-1, Limited Business District zoning.
3. **Board of Zoning Appeals (BZA).** The Zoning Official has determined that no variances will be needed for the proposed building and parking additions.
4. **Surrounding Area.** The following items have required City Council approval in the immediate area.

On June 12, 2001, Lynchburg City Council approved Lynchburg General Hospital’s CUP petition for the construction of a Cath Lab Addition at 1901 Tate Springs Road.

On April 14, 1992 Lynchburg City Council approved Lynchburg General Hospital’s CUP petition for an amendment to the Master Plan for expansion of the hospital at 1901 Tate Springs Road to include an

eight (8) story patient tower, an emergency room service area, relocation of various existing operations, future building expansion and additional parking.

On August 13, 1985, Lynchburg City Council approved Lynchburg General Hospital's CUP petition for a Building Addition, Helistop and Child Care Center Playlot at 1901 Tate Springs Road.

5. **Site Description.** The subject property is a tract of 22.54 acres that currently includes the Lynchburg General Hospital facility. The site is bounded to the north by single-family homes and to the west and south by a combination of business and medical offices. Properties to the east of the site are owned by the petitioner and are currently undeveloped.
6. **Proposed Use of Property.** The purpose of the CUP is to allow the construction of an acute care Bed Tower on the Lynchburg General Hospital Campus. Of the 108 beds being constructed, 45 are being relocated from the Virginia Baptist Hospital campus to the Lynchburg General Hospital campus, 20 are currently at the Lynchburg General Hospital campus but will be converted from semi-private rooms to private rooms, and the remaining 43 will be new beds in operation. The bed tower will be a 5-story 160,000 square foot structure that includes a ground level entry with space to relocate and expand their current kitchen and cafeteria, 3 floors of 36 beds each, and one unoccupied shell floor. Services located on the bed floors will include orthopedics/neurosurgery, oncology services, and surgical services. To optimize the proximity of the bed tower to existing support functions (i.e., emergency room, radiology, surgery), the addition will be attached to the existing main entrance of the hospital.
7. **Traffic & Parking.** The proposed facility will likely have an impact on traffic along Tate Springs Road and Atherholt Road. The City's Traffic Engineer has determined that a traffic study based on present conditions will not provide adequate evidence of traffic needs for the development since neither the Bed Tower nor the proposed Atherholt Road Extension has been constructed. He has requested that a traffic study be conducted by the petitioner within 12 months immediately following the construction of the facility. A cost-share agreement between the petitioner and the City for the construction of necessary traffic safety measures may be possible.

The petitioner's current site plan defines the use of "bulb outs" and a combination of bollards and high visibility markings for the existing cross-walk at Thompson Drive for public safety and traffic calming. The measures have been discussed with and have met with the approval of the City's Traffic Engineer. At the request of the Planning Division, the petitioner will consider landscaping the "bulb outs" with the restriction that the vegetation be limited to two (2) feet in height to maintain pedestrian visibility.

Parking is sufficient for the proposed development. Parking requirements for Hospitals and Sanatoriums are defined in Section 35.1-25 of the City's Zoning Ordinance as one (1) space per three (3) patient beds plus one (1) space per resident doctor and one (1) space per three (3) staff members. Following construction of the proposed addition, the project will require 768 parking spaces. 840 on-site spaces and 393 off-site spaces will provide a total of 1,233 parking spaces for the project.

8. **Storm Water Management.** New impervious areas will exceed 1,000 square feet; as such, a stormwater management plan will be required for the construction. Stormwater management for the Bed tower site will be accomplished through the use of existing storm structures and piping with additional storm sewer "added as needed" in the reconfigured parking lot. Roof drainage will tie to this system by underground leader lines. It is anticipated that there will be little or no increase in impervious area between pre and post-development conditions so it is likely that underground storage pipes will be used on-site to satisfy the stormwater quantity requirements. Preliminary drainage calculations indicate that the receiving channel is adequate for the site's stormwater.

Stormwater quality will be addressed using the "Snout" type structural BMP device at each point where parking lot water enters the existing public underground stormwater conveyance system located in Tate Springs Road. The device is placed at the outlet pipes where stormwater is discharged from the parking areas to the public stormwater conveyance system. The "Snout" acts as an oil/water separator and allows any debris such as sediment and grit present in the stormwater to settle to the bottom of the drainage structure. Both the oils and debris can be removed through a regular maintenance schedule.

9. **Impact.** Lynchburg General Hospital is a 270-bed emergency and critical care center specializing in cardiology, emergency medicine, orthopedics, neurology, and neurosurgery. The proposed acute care

Bed Tower addition is considered to be "in-fill" development and meets with the existing land-use of the subject property. Impacts of the proposed facility will be minimal.

New impervious areas for the proposed project will exceed 1,000 square feet; therefore, a stormwater management facility for quantity management will be required for the project. Since the stormwater will be managed underground, structural Best Management Practices (BMPs) will be used to improve water quality of the stormwater runoff from the site.

The new facility will likely generate more traffic along the adjacent roadways. The proposed plan incorporates traffic calming devices at the existing Thompson Drive cross-walk. Despite this improvement, it is difficult to quantify the long-term traffic impacts until the facility and the proposed Atherholt Road extension are in place. The City's Traffic Engineer has requested that a traffic study be conducted by the petitioner within 12 months immediately following the construction of the facility.

10. **Technical Review Committee.** The Technical Review Committee (TRC) reviewed the preliminary site plan on Tuesday, April 27, 2004. Comments related to the proposed additions were minor in nature and have or will be addressed by the developer prior to final site plan approval.

11. **Conditions.** According to Section 35.1-15 (f) of the Zoning Ordinance, the Planning Commission or City Council may impose any conditions deemed necessary of appropriate in approving a CUP.

VI. PLANNING DIVISION RECOMMENDATION

Based on the preceding Findings of Fact, the Planning Commission recommends to the City Council approval of the petition of Lynchburg General Hospital for construction of a building addition in an B-1, Limited Business District, subject to the following conditions.

1. The petitioner will conduct a traffic study within 12 months immediately following the construction of the building addition.
2. Required landscaping shall be provided within landscaped islands in the proposed parking lot and along the foundation of the building. Additional landscaping shall also be added to the "bulb outs" at the traffic crossing on Thompson Drive; vegetation at the traffic crossing shall not exceed 2 feet in height. Species and height requirements will be subject to the approval of the City Planner and the Urban Forester.
3. All lighting will be non directional and glare shielded to prevent direct illumination across the property lines.

This matter is respectfully offered for your consideration.

William T. Martin, AICP
City Planner

pc: Mr. L. Kimball Payne, III, City Manager
Mr. Walter C. Erwin, City Attorney
Ms. Rachel O. Flynn, Director of Community Planning & Development
Mr. Bruce A. McNabb, Director of Public Works
Mr. R. Douglas DeJarnette, Fire Marshal
Ms. Judith C. Wiegand, Senior Planner
Mr. J. Lee Newland, Director of Engineering
Mr. Gerry L. Harter, Traffic Engineer
Mr. Robert Drane, Building Commissioner
Mr. Arthur L. Tolley, Zoning Official
Mr. Robert S. Fowler, Zoning Official
Mr. Kent L. White, Environmental Planner
Mr. Jeffrey Yentz, Petitioner/Representative

VII. ATTACHMENTS

1. Vicinity Zoning Pattern
(see attached map)
2. Vicinity Proposed Land Use
(see attached map)
1. Site Plan
(see attached site plans)

MINUTES FROM THE PLANNING COMMISSION
MAY 12, 2004

Petition of Centra Health, Inc., for a Conditional Use Permit at 1901 Tate Springs Road to allow the expansion of the existing hospital facility in a B-1, Limited Business District.

Mr. Tom Martin, City Planner, explained that this petition proposed the construction of a 108-bed tower and the reconfiguration of existing parking areas. He said the proposed use was considered to be infill with the current hospital facility. He added that the Future Land Use Map did designate this area of the City for institutional uses. He said the major impact associated with the proposed development would be that of traffic, and the City's Traffic Engineer had requested that a traffic study be conducted within twelve months after construction of the facility. Mr. Martin noted that the Planning Division did concur with this request; however, the Planning Division suggested that Condition 1 be clarified to indicate what would happen once that study was conducted and concluded. He said sufficient parking would be available to the facility with 840 on-site spaces and 393 off-site parking spaces, and added that 768 parking spaces were required by the Zoning Ordinance. Mr. Martin said the Planning Division also suggests to the Commission that an additional Condition be added requiring substantial compliance with the site plan, dated April 28, 2004. He concluded by saying that the Planning Division did recommend approval of the CUP petition.

Chair Dahlgren asked Mr. Martin how he suggests handling the traffic study that was required to be done within 12 months after the project was completed.

Mr. Martin explained that Condition 1 required that a traffic study be conducted, but did not clarify how improvements would be funded if the study determined that improvements needed to be made to the road. He asked the Commission to take a closer look at what specifics could be added to the Condition.

Mr. Bill Varner, Vice President for Strategic Planning and Marketing for Centra Health, addressed the Planning Commission. Mr. Varner explained that Centra leadership recently asked itself what they needed in ten years to ensure that their health care facilities remained in the top 100 in the Nation, if not in the top 50 by that time. He added that they solicited input from employees, patients, board members, physicians, and community members. The end result, he continued, was a five-story addition with three floors of 36 beds each, consisting of an orthopedic/neurosurgery unit, an inpatient surgery unit, and an inpatient oncology unit. The first floor would house a relocated kitchen and dietary unit as well as a relocated and expanded auditorium and conference center. Mr. Varner said the fifth floor would be a shell space for future expansion, when that time came. He noted that they would have more than adequate parking for the next ten years.

Mr. Patrick Proffitt, Hurt and Proffitt, Inc., Civil Engineering consultant for Centra Health talked about the traffic impact study. Mr. Proffitt said with the expansion of Atherholt Road and the bed tower expansion that Centra was proposing for this site, it was too early to tell what impact traffic would have in that area, but the twelve-month period after the construction was complete should be an adequate amount of time to make that determination. He reviewed the parking situation on the site and said that some parking in the front of the building would be displaced. However, he said, Centra was being proactive concerning parking and already had two parking projects in the planning stages to be constructed as soon as approval from the City is received.

Commissioner Bacon said she had an issue directly related to parking and this project. She said it was a long walk from the parking areas to the hospital and a long walk after the patient got to the front door. She said she was aware of other hospitals in the United States who used college students to provide valet parking for a fee, and added that this was an amenity that made people visiting those hospitals smile.

Mr. Varner said Centra Health's Corporate Architect, Jeffrey Yentz, did a very good job at keeping the administration aware of such issues. He said one guideline that Mr. Yentz encouraged was that no one should walk more than 300 feet from the parking lot to the building. He added that the employees were required to park in the outer lots, and during construction a courtesy van would be running through the parking areas to transport people.

Commissioner Worthington asked if the two parking lots Mr. Proffitt mentioned would indeed be constructed. He also asked what would happen to the facilities at the Virginia Baptist Hospital.

Mr. Proffitt said the plans for both lots had been developed and are waiting on approval from the City.

Mr. Varner said they purchased the Fine Arts Center specifically for parking. He added that there would be 296 parking spots at the School of Nursing, which was 80 more than currently available. He said they would not close the Baptist but would keep it in operation with the same services as provided now, which included all women's and children's facilities, psychiatric services, rehabilitation services, and skilled nursing services. Mr. Varner noted that the Baptist campus would be oriented to shorter, more predictable in-patient and out-patient stays.

Commissioner Flint said Tate Springs Road did not currently have much of a traffic problem, so he did not anticipate that the impact of this project would warrant major road changes in that area.

Chair Dahlgren said they needed to address what would occur if the traffic study concluded that road work needed to be done after the 12-month span of time had passed.

Mr. Martin said there may or may not be traffic problems with the addition of the 108 beds proposed for the tower addition, and added that the Atherholt Road extension was also going to have an impact on the traffic situation in the area. However, he noted, there was no reason to require Centra Health to do a traffic study if the City was not going to require that any recommendations from the study get built. He said in the Planning Division's report it stated that some of those improvements could be built as a cost-share between the City and Centra. He said he could not commit the City to do that, but thought the Condition need to be clarified. He suggested that the recommendations of the study be constructed as determined by the City's Traffic Engineer, and the cost share agreement could be worked out at that time. Mr. Martin said in addition to the revision to Condition 1, another Condition needed to be added stating that "The site would be developed in substantial compliance with the Site Plan dated April 28, 2004."

After discussion Commissioner Echols made the following motion, which was seconded by Commissioner Pulliam and passed by the following vote:

"That the Planning Commission recommends to the City Council approval of the petition of Lynchburg General Hospital for construction of a building addition in an B-1, Limited Business District, subject to the following conditions.

1. The property will be developed in substantial compliance with the site plan prepared by Hurt & Proffitt, Inc., dated April 28, 2004.
2. The petitioner shall conduct a traffic study within twelve (12) months immediately following the construction of the building addition. The recommendations of the traffic study shall be constructed as determined by the City's Traffic Engineer.
3. Required landscaping shall be provided within landscaped islands in the proposed parking lot and along the foundation of the building. Additional landscaping shall also be added to the "bulb outs" at the traffic crossing on Thompson Drive; vegetation at the traffic crossing shall not exceed two (2) feet in height. Species and height requirements shall be subject to the approval of the City Planner and the Urban Forester.
4. All lighting shall be non directional and glare shielded to prevent direct illumination across the property lines."

AYES:	Bacon, Dahlgren, Echols, Flint, Hamilton, Worthington	7
NOES:		0
ABSTENTIONS:		0